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ABSTRACT

An overview of the Title I Migrant Education Program is provided through summaries of its legislative history, program administration and management, Title I Local Projects/Title I Migrant Education Projects, program goals and objectives, instructional services, supportive services, Migrant Student Record Transfer System (MSRTS), formulas for computing grant amounts, and mechanisms for parental involvement. A statistical summary is included, indicating participation (49 states, Puerto Rico, and Washington, D. C.), appropriations ($245,000,000 in fiscal year 1981), participating local educational agencies (3,000) and school projects (16,000), and children served (522,000). Attached are: a fact sheet describing Title I purposes, programs, scope, project approval, participation, special emphasis, and associated legislation; and a FY (fiscal year) 1981 report on migratory children, reviewing the MSRTS, the California Mini-Corps Program, interstate initiatives, and the Skills Information System. (NEC)

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U.S. DEPARTMENT OF EDUCATION

MIGRANT EDUCATION PROGRAM
TITLE I, ELEMENTARY AND SECONDARY EDUCATION ACT
OVERVIEW REPORT

1981

Legislative History

Title I of Public Law 89-10, the Elementary and Secondary Education Act (ESEA) of 1965, authorized a national program of Federal education support for disadvantaged children. In November of 1966, Title I, ESEA, was amended by Public Law 89-750 to incorporate special provisions for migratory children of migratory agricultural workers.

Section 103 of Public Law 89-750 (Education Amendments of 1966) authorized "payments of State education agencies for assistance in educating migratory children of migratory agricultural workers." The new program provided for grants to State educational agencies (SEAs) or combinations of these agencies to establish or improve, either directly or through local educational agencies (LEAs), programs and projects designed to meet the special educational needs of migratory children of migratory agricultural workers. Public Law 89-750 also provided that grant monies were to be used for interstate coordination of migrant education programs and projects, including the transmittal of pertinent information from childrens' school records.

Other significant legislation amending the Title I migrant education statute includes the Education Amendments of 1967 (Public Law 90-247); the Education Amendments of 1969 (Public Law 91-230); the Education Amendments of 1972 (Public Law 92-318); the Education Amendments of 1974 (Public Law 93-380); and the Education Amendments of 1978 (Public Law 95-561). These laws provided statements concerning program components such as the eligibility of formerly migratory children, the reallocation of excess funds, the use of carryover funds, the dissemination of information, parental involvement, a prohibition against supplanting State and local funds, preschool services, the use of statistics from the Migrant Student Record Transfer System (MSRTS) for funding purposes, the eligibility of migratory children of migratory fishers, and the identification and dissemination of information concerning innovative and successful projects.

In discussions associated with the preparation of the Education Amendments of 1974 (Public Law 93-380), Congress emphasized "that local educational agencies should give priority attention in operating Title I programs to the basic cognitive skills in reading and mathematics and to related support activities to eliminate physical, emotional, or social problems that impede the ability to acquire such skills." Both Senate and House discussions recognized, however, that such an assertion was not intended to preempt the prerogatives of local authorities to give priority to other areas (e.g. teacher training), if this emphasis were required to better meet the needs of disadvantaged children.

RC 012995

Program Administration and Management

The Title I program for migratory children is a State-administered program which may involve financial assistance to local educational agencies as sub-grantees. Operational responsibilities are share by the U.S. Secretary of Education, SEAs, LEAs, and other public and non-profit private organizations which operated migrant education projects.

The SEA is directly responsible for the administration and operation of the State's Title I migrant education program. Annually, each SEA submits a comprehensive plan and cost estimate for its Statewide program to the Department of Education for approval. Section 116d.31 of the regulations provides that this plan is to contain information on the number and location of migrant students within the State, their special educational needs including educational performance and cultural and linguistic background which is relevant to assessing the educational needs of the children, program objectives, services to be provided to meet those objectives, evaluation procedures for determining program effectiveness, the types of information which the SEA will pass on to other SEAs to assure continuity of services, a description of the SEA's plan for meeting requirements pertaining to dissemination of public information, and the establishment and utilization of parental advisory councils (PACs) for program planning, implementation, and evaluation purposes. In addition, each State application is to contain an appropriate budget. Section 116d.39 of the regulations further provides that the Secretary shall approve a State application only if it demonstrates that payments will be used for projects designed to meet the special educational needs of migratory children, including provision for the continuity of educational and supportive services, and transmittal of pertinent information with respect to the school records of these children. The SEA then approves or disapproves local project proposals. Further, the SEA is also responsible for the design and preparation of State evaluation reports.

If the State's application is approved, it is awarded a grant, entirely separate from the regular Title I allocation, to finance the migrant education program. SEAs are required to submit to the Secretary of Education individual project summaries indicating in sufficient detail the manner and extent to which State objectives and priorities are being met.

Proposals to operate a migrant education project are submitted to SEAs by those LEAs serving areas with migrant students, and by other public and non-profit private organizations (note that proposals are submitted on a voluntary basis). Section 116d.6 of the program regulations provides that proposals shall describe the objectives to be achieved by the operating agency for each grade group, the estimated number of children to be served by the agency, the services to be provided to achieve the stated objectives, the types and number of staff to be employed, and an appropriate budget.

The Title I migrant education program was first appropriated $9.7 million in fiscal year 1967 of a $40.3 million authorization. That appropriation has grown to $245 million for fiscal year 1981 programs. In 1967 State agency programs were not fully funded under the Title I enabling legislation; therefore, the appropriation was less than the authorization. In succeeding years, State agency programs have been funded to the full authorization.

The statute also includes a provision for special arrangements whereby the Secretary may conduct migrant education programs. If the Secretary of Education determines that a State is unable or unwilling to conduct educational programs for migrant children, or that it would result in more efficient and economic administration, or that it would add add substantially to the welfare or educational attainment of such children, special arrangements may be made with other public or non-profit private agencies in one or more States, using all or part of the grants available for any of these States.

It was determined by the Secretary of Education that full implementation of the MSRTS would add substantially to the welfare and educational attainment of migrant children. Because all States are required to participate in this inter- and intrastate transfer of records, and, as such benefit from its operation, an equal percentage of each State's annual grant amount is set aside to fund the System.

Title I Local Projects/Title I Migrant Education Projects

Title I local and Title I migrant education projects often overlap in target clientele and do share a common legislative authorization. Therefore, there is a necessity for coordination between the two programs. The basic common element of these two programs, as indicated by the law, is the supplementing and consequent improvement of regular educational programs through grants for special projects designed to meet the special educational needs of educationally deprived children.

There are a number of significant differences, however. One of the primary differences lies in placement of the administrative authority for the development and operation of the program. Under the Title I local program, the SEA has general administrative responsibility. Proposals, however, are developed only by the LEAs, and are then submitted to the SEA for approval.

Under the Title I migrant education program, the SEA has full administrative control of the program and may develop and operate projects directly with its own resources, or indirectly through agreements with an LEA, with regions consisting of several LEAs, with non-profit private organizations, with colleges and universities, or with any combination of these agencies which may operate, in cooperation with the SEA, projects serving migrant children.

There are also some basic program differences concerning the location and selection of children and the determination of needs. Under the Title I migrant education program, areas with concentrations of migrant children are first determined, after which each child is then identified as an interstate, intrastate, or formerly migratory child of either agricultural or fishing activity. Attendance areas are not identified on the basis of economic criteria, but by the presence of migrant children during some part of the year. Services to formerly migratory children are contingent on their residence in an attendance area already being served by a migrant education program, or to be served within the calendar year.

The needs of migrant children are usually established through analysis of the data available in the MSRTS. Additional data may be assembled through diagnostic testing and teacher evaluations, the results of which are then transmitted to the MSRTS when the migrant child withdraws from the project. Although the migrant education program strives to serve those migrant children most in need, when program funding is limited, the goal is to serve all migrant children demonstrating need at any level. There is not, however, the requirement that there be a selection of only those children demonstrating achievement below a certain competency level. All migrant children may be served. The eligibility factor is the migratory status of the child according to the statute and the regulations, not a demonstration of some priority need based on selection criteria of academic performance. As a result of this, some migratory children who live in eligible Title I local attendance areas may demonstrate dual eligibility, participating in both the program for disadvantaged children operated by the LEA, and in the migrant education program operated through the auspices of the SEA.

In the administration of Title I, the State assumes the responsibility for application preparation, application review and approval, monitoring for compliance, provision of technical assistance, general fiscal control, and the preparation of financial and performance reports.

As the administering agent and sole grantee of Federal Title I migrant education funds, the SEA plays a much more comprehensive role in the migrant education program. The SEA, in addition to those administrative responsibilites identified for Title I, assumes at least 15 other responsibilities with respect to the migrant education program.

1. Statewide identification and recruitment of migrant children;
2. Statewide needs assessment;
3. Statewide program development;
4. Statewide inservice education;
5. State and local interagency coordination;
6. Inter- and intrastate program coordination;
7. Statewide program evaluation;
8. Development of State guidelines for the purchase of equipment;
9. Maintenance of a State inventory for all equipment;
10. Participation in the MSRTS;
11. Development of an annual State application for submittal to the U.S. Department of Education;
12. Inter- and intrastate dissemination of information;
13. Maintenance of a separate pupil accounting system;
14. Maintenance of a separate program expenditures accounting system; and
15. Development of specifications for the development and awarding of grants and contracts for service to migrant children.

Program Goals and Objectives

In May, 1971, the State migrant education coordinators adopted eleven national goals formulated by the Committee for National Evaluation of Migrant Education Programs. Although these goals do not constitute a clear-cut, easily implemented list of objectives toward which migrant education programs can be directed, they do provide some indication of the types of instructional and supportive services which migrant education programs are expected to provide, and in the future may serve as a basis for a more measurable set of objectives.

Instructional Services

1. Provide the opportunity for each migrant child to improve communications skills necessary for varying situations.
2. Provide the migrant child with preschool and kindergarten experiences geared to his psychological and physiological development that will prepare him to function successfully.
3. Provide specially designed programs in the academic disciplines (language arts, mathematics, social studies, and other academic endeavors) that will increase the migrant child's capabilities to function at a level concomitant with his potential.
4. Provide specially-designed activities which will increaase the migrant child's social growth, positive self-concept, and group interaction skills.
5. Provide programs that will improve the academic skill, prevocational orientation, and vocational skill training for older migrant children.

6. Implement programs, utilizing every available Federal, State, and local resource through coordinated funding, in order to improve mutual understanding and appreciation of cultural differences among children.

Supportive Services

7. Develop in each program a component of intrastate and interstate communications for exchange of student records, methods, concepts, and materials to assure that sequence and continuity will be an inherent part of the migrant child's total educational program.
8. Develop communications involving the school, the community and its agencies, and the target group to insure coordination of all available resources for the benefit of migrant children.
9. Provide for the migrant child's physical and mental well-being by including dental, medical, nutritional, and psychological services.
10. Provide a program of home-school coordination which established relationships between the project staff and the clientele served in order to improve the effectiveness of migrant education programs and the process of parental reinforcement of student effort.
11. Increase staff self-awareness of their personal biases and possible prejudices, and upgrade their skills for teaching migrant children by conducting inservice and preservice workshops.

An implicit goal of the migrant education program is to identify and recruit eligible migrant students in order that they may benefit from "regular" and supplementary educational and supportive services. In the case of migrant students, recruitment requires special efforts. Migratory workers and their children have long been ignored by the rest of society, and attitudes precluding their participation in the educational process need to be overcome.

Migrant Student Record Transfer System (MSRTS)

Another important component of the national program is the MSRTS. This computerized data system receives, stores, and transmits academic and health information on children participating in Title I migrant education projects in each of the 49 participating States and Puerto Rico. Schools are responsible for submitting academic, health, and status information about the migrant children they serve to local terminal operators in order to maintain the accuracy, completeness, and currency of information in the record transfer system. When children move to new locations, this information can be retrieved by new teachers and by school health officials. To meet the need for continuity of educational services, States are now implementing the use of lists of criterion-referenced reading and mathematics skills. These coded skills have been added to the MSRTS files so that as students move from one school to another, their records indicate which reading and mathematics skills they have mastered. In this way, teachers will be able to continue the efforts of their predecessors and plan an appropriate educational program for each child.

The Migrant Student Record Transfer System has also been used to meet the needs of secondary school students who are often unable to graduate from high school because their mobility prevents them from meeting minimum attendance requirements necessary to receive high school school course credit. The Washington State Migrant Education Program in cooperation with the Texas Migrant Education Program, developed a program known as the Washington-Texas Secondary Credit Exchange Project, a combination of night school and coordination with the students' home base schools to assure

proper crediting of course work. The project has been validated by the Joint Dissemination Review Panel of the Department of Education as exemplary and worthy of replication by other States.

MSRTS information relevant to the placement and care of children includes school attendance patterns; health screenings, administrations, and subsequent treatments; urgent or chronic health conditions; the status of treatment procedures; inoculations needed and administered; standardized tests administered and the dates and scores; and special educational programs of student involvement or interest.

The MSRTS safeguards the privacy and confidentiality of student information through the use of a uniform record which does not permit the recording of derogatory information. Additionally, the records are made available only to authorized educational agencies within the States with summary statistical reports to the U.S. Department of Education. Specific safeguards include no communication with unauthorized terminals; a precise tape and message format available only to authorized personnel; peculiar student file access security codes; a peculiar set of student data required to access student files; field validity checks; and access data that must match precisely that of the student electronic file.

Grant Amounts

The formula for computing the maximum grant that a State may receive is based on the full-time equivalent number of school-aged (5-17) migrant children residing in the State. Unfortunately, the true number of migrant children is not known.

Previous to FY 1975, estimates of the number of migrant children for each State were obtained by multiplying the number of migratory workers residing in the State (information provided by the employment offices of the U.S. Employment Service) by seventy-five percent.

Section 101 of Public Law 93-380 (Education Amendments of 1974) provides that the number of migrant children is to be estimated from "statistics made available by the Migrant Student Record Transfer System or such other system as (the Secretary) may determine most accurately and fully reflects the actual number of migrant students." Beginning in FY 1975, State allocations were based on information contained in the MSRTS.

The State's allocations are computed through a formula which multiplies the State's full-time equivalent number of migrant children by 40% of the State's per pupil expenditure rate. The State per pupil expenditure rate is adjusted, when necessary, to not less than 80% or not more than 120% of the national average per pupil expenditure rate.

Section 125 of Public Law 93-380 states, however, that "...no State agency shall receive in any fiscal year...an amount which is less than 100 per centum of the amount which that State agency received in the prior fiscal year..." Therefore, when the formula that employs current statistics made available by the MSRTS computes to a grant amount less than the grant amount made available in FY 1974 (utilizing Department of Labor estimates), or in any succeeding fiscal year (utilizing Department of Labor estimates or MSRTS data), then the new grant award is maintained at a level equal to that of the prior fiscal year. In essence then, a funding floor was created in 1974, and State agencies are held harmless at 100% of that fiscal year's grant amount or any succeeding fiscal year's grant amount

that demonstrated an increase and established a new funding floor.

Parental Involvement

Parental involvement also plays an important role in migrant education program development, operation, and evaluation. The underlying philosophy of migrant education program parental involvement is based on demonstrated evidence that parents can be effective partners in the educational process. Parents are particularly important in their position of reinforcing and stimulating the migrant child's educational environment.

Parents can play a variety of roles in migrant education programs such as classroom aides, library assistants, tutors, home visitors, and monitors. The involvement of parents in the school's activities helps to motivate students and to stimulate positive attitudes towards school.

Parent Involvement Councils (PICs) can also play an important role in providing for parent-school cooperation. The parents can play a beneficial role in reviewing applications, making recommendations concerning the needs of the children, and offering suggestions.

Section 116d.37 of the regulations states that the SEA must, to the extent feasible considering the parents' time of residence in the State, consult with the parents of children being served or children to be served, and consider the views of these parents with respect to the planning of the State program. The regulations further require that one or more advisory councils be established in the State composed of parents and others knowledgeable of the needs of migratory children. This council is to be consulted concerning the operation and evaluation of the present program and the planning of future programs.

Parent council members are provided with copies of the Title I migrant education legislation, Federal regulations, State regulations, guideline, the SEA plan, local project proposals, and prior applications and evaluations.

Overview

Some overview statistics concerning the migrant education program are as follows:

(1) Participation	-	49 States, Puerto Rico, and Washington, D.C.
(2) Appropriation	-	$245,000,000 (FY 1981)
(3) LEA Programs	-	3,000
(4) School Projects	-	16,000
(5) Children	-	522,000

91.57%	K-12	36.99%	Interstate Agricultural
8.43%	Preschool	22.39%	Intrastate Agricultural
		38.54%	Five-Year Agricultural
100.00%		.34%	Interstate Fisher
		.50%	Intrastate Fisher
		1.24%	Five-Year Fisher
		100.00%	

FACT SHEET

ELEMENTARY AND SECONDARY EDUCATION ACT
AS AMENDED TO INCLUDE MIGRATORY CHILDREN

April, 1981

Purpose: Title I of the Elementary and Secondary Act includes a provision for the development and implementation of special educational programs for the children of migratory agricultural workers and fishers.

Kinds of Programs: Title I migrant education programs concentrate on identifying and meeting the specific needs of migratory children through such methods as remedial instruction; health, nutrition, and psychological services; cultural development; and prevocational training and counseling. Special attention in instructional programs is given to development of the language arts, including speaking, reading, and writing in both English and Spanish.

Scope: In Fiscal Year 1981 some $245 million in Title I funds are enabling 49 States, the District of Columbia and Puerto Rico to operate migrant education programs. Approximately 600,000 children will participate. This compares with an allotment of $209 million in 1980, $173 million in 1979; $145 million in 1978; $130 million in 1977; $97 million in 1976; $91 million in 1975; $78 million in 1974; $72 million in 1973; $65 million in 1972; $57 million in 1971; $51 million in 1970; $46 million in 1969; $42 million in 1969; $42 million in 1968; and $10 million in 1967. The number of children participating has grown from 80,000 to the current 600,000 in over 3,100 projects with over 21,000 participating elementary and secondary schools. About 70 percent of the children served are Hispanic-Americans, mostly from the Southwest.

Project Approval: Each State educational agency submits its plan and cost estimate for its Migrant Education Program to the U.S. Department of Education for approval. The State is then awarded a grant to support the administration and operation of the program. The amount allotted to each State is based on a formula which determines funding by the number of migratory children in the State, as reported by the States to the Migrant Student Record Transfer System (MSRTS), headquartered in Little Rock, Arkansas.

Participation: A child is considered eligible to participate if both the child and the parent have moved from one school district to another during the past year in order that the parent or other member of the immediate family might secure employment in agriculture, fishing, or related food processing activities. The child is considered eligible for up to five years after the parents have settled in one place.

Special Emphasis: A computerized Migrant Student Record Transfer System (MSRTS) was developed in 1971. This system makes it possible to transmit academic and health data of a migratory child to any participating school district within 24 hours. The Migrant Education Program has recently added a Skills Information System to the MSRTS. This Skills Information System is designed for the communication and effective transmission of skills information on migrant children. This system is neither a prescribed curriculum nor a course of study, but simply a tool for serving the needs of mobile populations of children.

Legislation: Elementary and Secondary Education Act of 1965, P.L. 89-10; 1966 Amendments to ESEA, P.L. 89-750; 1967 Amendments to ESEA, P.L. 90-247; 1970 Amendments to ESEA, P.L. 91-230; 1972 Amendments to ESEA, P.L. 92-318; 1974 Amendments to ESEA, P.L. 93-380; 1978 Amendments to ESEA, P.L. 95-561.

U.S. DEPARTMENT OF EDUCATION

REPORT ON MIGRATORY CHILDREN
(Fiscal Year 1981)

April, 1981

Title I of the Elementary and Secondary Education Act, Public Law 89-10, as amended, provides for payments to State educational agencies for assistance in educating migratory children of migratory agricultural workers or migratory fishers.

Funds are used for programs which are designed to meet the special educational needs of migratory children, and to coordinate there programs with similar programs and projects in other States.

A Migrant Student Record Transfer System (MSRTS) data bank facility is headquartered in Little Rock, Arkansas. Teletype terminals are located in over 150 strategic areas serving 49 States, the District of Columbia and Puerto Rico. Provisions are now being made to accommodate and provide the record transfer system services to migratory children in Hawaii, Guam, American Samoa, the Virgin Islands, the Trust Territories of the Pacific Islands, and the Northern Mariana Islands. Migratory children in the outlying territories are now eligible for migrant education program services as authorized by Public Law 89-750. The record transfer system is funded by an equal percentage of each State's allocation set aside by the Secretary of Education. The purpose of the system is to provide school districts enrolling migratory children with rapid transmittal of pertinent general, health, and academic data for each migratory child.

This system was developed through the cooperative efforts of the participating States working through an interstate committee. The program directions, specifications for the computer, and the manner by which the system was to be operated were the tasks given and completed through this cooperation.

Because of the mobile nature of the target population, traditional educational practices needed to be adapted to meet, in an educational environment, the transitory state of the migrant child. Since the inception of the program, States have undertaken this challenge and have developed unique approaches to meet these specific conditions. These efforts have resulted in Learn and Earn vocational programs in New Jersey and North Carolina, in which career awareness and salable skills such as supermarket cashiering, assembly line techniques and quality control, automotive tune-up, and paramedic training, just to mention a few, have been introduced. These activities provide a small monetary compensation to the migratory student, which places relevancy on instructional services, acknowledging the economic situation in which migrants find themselves.

The California Mini-Corps Program was designed to utilize current and formerly migratory children as tutors and program assistants. It has had a two-fold impact: 1) providing assistance to formerly migratory pupils in order for them to pursue educational opportunities in community colleges, colleges, and universities; and 2) providing a model for individualizing instruction to further the educational achievement level of underachieving migratory children.

Since the inception of the program, much attention has been focused on the language development of migratory children. These language development efforts have taken the form of bilingual and bicultural instruction, the development of oral language skills, and programs of English as a Second Language (ESL). The Migrant Education Program has made a reality of the inservice training of teachers as a basic component of all State activities to facilitate the adequate and efficient delivery of services to migratory children. Because of the mobile nature of the children, cooperation between sending and receiving States is required in order to assure a continuum of educational services. As a result of that challenge, the States have cooperated in workshops and conferences, and exchanges of teachers, mobile educational facilities, and consultant services.

Currently, there are three major interstate program thrusts. The States of Minnesota, Wisconsin, Illinois, Indiana, Ohio and Michigan have formed a consortium of States to cooperatively plan and implement programs in the central midwest stream areas. The States on the east coast have already demonstrated their cooperation and concern in interstate efforts by meeting at least annually to share ideas and to discuss concerns relating to the east coast migrant stream. Thirteen western States have assumed a similar responsibility regarding their migratory population. In May of 1980, Arizona hosted the 13th Annual National Migrant Education Conference in Phoenix, Arizona. This conference is initiated, organized, and participated in by all the States providing educational services for migratory children.

To date, nine projects, supported in whole or in part through Title I migrant education funds, have been validated as exemplary. These programs are the California Mini-Corps, Secondary Credit Exchange Program, Florida Migrant Language Arts Tutorial Program, Project MSRTS, National Migrant Interstate Project, Peotone, Illinois Early Prevention of School Failure Program, Project CHILD, Project NOMAD, and the Training Migrant Paraprofessionals in the Bilingual Mini-HeadStart Program.

The Migrant Education Program has recently added a Skills Information System to its computerized record transfer system (MSRTS). The Skills Information System, which has been developed by the State Directors of Migrant Education and hundreds of educators across the United States over the past four (4) years, is designed for the communication and effective transmission of skills information on migrant children. This effort has focused on the areas of Reading, Mathematics, Early Childhood Education, and Oral Language. Three of the skill areas, with the exception of Mathematics have also been prepared in the Spanish language to accommodate the unique needs of this population of migrant children. The Spanish Reading Skills section was developed in cooperation with educators from Mexico and Puerto Rico and is not a literal translation of English skills, but those skills relative to Spanish reading content.

The Skills Information System is neither a prescribed curriculum nor a course of study, but simply a tool for serving the needs of mobile populations of children.

Some 550,000 migratory children were served under this program in calendar year 1980. This figure may rise to approximately 600,000 in 1981 and 650,000 in 1982.